

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 L-03 CIAE-00 INR-07 NSAE-00 DODE-00

PM-04 NSC-05 SP-02 SS-15 CPR-01 /050 W

----- 029832

R 060800Z AUG 76

FM AMEMBASSY SOFIA

TO SECSTATE WASHDC 1558

INFO AMEMBASSY BUDAPEST

AMEMBASSY MOSCOW

AMEMBASSY PRAGUE

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E.O. 11652: N/A

TAGS: PFOR, CGEN, PINS, BU

SUBJECT: MUTUAL ELIMINATION OF TRAVEL RESTRICTIONS

REF: (A) SOFIA 0276; (B) STATE 217917; (C) SOFIA 2675;
(D) STATE 303836; (E) SOFIA 0163

1. DCM WAS INVITED TO PROTOCOL DEPT AUGUST 4 BY SECOND DEPUTY DIRECTOR DAMYANOV FOR LONG-DELAYED FOLLOW-UP TO OUR PROPOSAL FOR MUTUAL ELIMINATION OF TRAVEL RESTRICTIONS. DAMYANOV EXPLAINED LENGTHY HIATUS AS DUE ONLY TO THE PRESSURE OF OTHER WORK DURING A SPRING AND SUMMER FILLED WITH HIGH-LEVEL VISITS, AND NOT TO BULGARIAN DISINTEREST IN OUR PROPOSAL WHICH HE TERMED A "USEFUL AND WELCOME MOVE IN THE SPIRIT OF HELSINKI."

2. IT QUICKLY DEVELOPED, HOWEVER, THAT BULGARIANS HAVE BEEN TROUBLED BY SOME ASPECTS OF OUR PROPOSAL (WHICH WE BELIEVE REFLECT MISUNDERSTANDING ON THEIR PART), BUT HAVE BEEN A BIT EMBARRASSED TO ASK FOR CLARIFICATION. TO FULLY EXPLAIN SITUATION AND THEIR APPREHENSIONS, BRIEF HISTORICAL EXPOSITION OF BULGARIAN TRAVEL RESTRICTIONS IS UNFORTUNATELY

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NECESSARY:

A. IN MFA NOTE 66809 OF OCTOBER 6, 1964, GOB LISTED CERTAIN REGIONS--ALL OF THEM BORDER ZONES-- AS OFF-LIMITS TO ALL DIPLOMATIC PERSONNEL. LISTING WAS MODIFIED BY MFA NOTES 66809 (SIC) OF NOVEMBER 5, 1964 AND 52138 OF MARCH 28, 1968 WHICH REDUCED THE TERRITORY AND EXTENT OF THESE FORBIDDEN ZONES SO THAT DIPLOMATS COULD TRAVEL THROUGH THEM ALONG CERTAIN HIGHWAYS, COULD VISIT CERTAIN HISTORICAL OR RECREATION SPOTS LOCATED WITHIN THEM, ETC. THESE WERE CIRCULAR NOTES TO ALL MISSIONS IN SOFIA AND APPLY EQUALLY TO ALL. (DAMYANOV POINTED OUT THESE RESTRICTIONS ALSO APPLY TO MOST BULGARIAN CITIZENS.)

B. IN MFA NOTE (UNNUMBERED) OF MARCH 29, 1968, ADDRESSED SOLELY TO AMERICAN EMBASSY SOFIA, GOB IMPOSED SERIES OF FURTHER TRAVEL RESTRICTIONS APPLICABLE SOLELY TO PERSONNEL OF AMERICAN EMBASSY. IMPOSITION OF THESE RESTRICTIONS WAS TIED EXPLICITLY TO RESTRICTIONS IMPOSED BY USG ON BULGARIAN OFFICIAL PERSONNEL THROUGH DEPT'S NOTES OF JULY 27 AND AUGUST 15, 1967.

3. AS STATED BY DAMYANOV, GOB POSITION IS THAT IT IS QUITE WILLING TO RESCIND RESTRICTIONS IMPOSED IN ITS NOTE OF MARCH 29, 1968 IN RETURN FOR LIFTING OF RESTRICTIONS IMPOSED BY USG IN DEPT'S NOTES OF JULY 27 AND AUGUST 15, 1967, BUT FEARS THAT OUR LANGUAGE, "TERMINATION OF CLOSED AREA RESTRICTIONS IN BULGARIA FOR UNITED STATES DIPLOMATIC AND OFFICIAL PERSONNEL", ETC. WOULD OBLIGATE THEM TO ALSO LIFT THE RESTRICTION ON BORDER AREAS SPECIFIED IN THEIR NOTE OF OCTOBER 6, 1964. THIS LAST IS SOMETHING THEY CANNOT DO.

4. DCM STATED HIS VIEW THAT OUR PROPOSAL WAS INTENDED TO REMOVE RESTRICTION WHICH APPLY ON A DISCRIMINATORY BASIS, SO THAT ONLY THOSE TRAVEL RESTRICTIONS WOULD APPLY TO AMERICAN DIPLOMATIC AND OFFICIAL PERSONNEL IN BULGARIA WHICH APPLY TO ALL OTHER DEPLOMATS GENERALLY, INCLUDING THOSE OF SOCIALIST COUNTRIES. LIMITED OFFICIAL USE

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INTENTION WAS NOT TO REQUIRE GOB TO OPEN GENERALLY FORBIDDEN ZONES WHICH, IN ANY CASE, COULD BE SUBSUMED UNDER PARAGRAPH ONE LANGUAGE, "PLACES THAT HAVE A NATIONAL SECURITY SIGNIFICANCE."

5. THIS LED DAMYANOV TO INQUIRE WHETHER WE EXPECTED TO RECEIVE A LIST OF "PLACES THAT HAVE A NATIONAL SECURITY SIGNIFICANCE" OTHER THAN THOSE DELIMITED

IN THE OCTOBER 6, 1964 NOTE. HE HAD IN MIND
SENSITIVE SECURITY INSTALLATIONS LOCATED IN INTERIOR
OF COUNTRY WHICH ARE NOT VISIBLE AS SUCH FROM ROADS.
DCM REPLIED WE EXPECTED NO SUCH LIST AND ASSUMED SUCH
INSTALLATIONS WERE LOCATED ON SIDE ROADS MARKED
"NO ENTRY TO NON-OFFICIAL VEHICLES" OR SOME SUCH.
THIS WAS ACCEPTED AS SATISFACTORY.

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6. DAMYANOV PROPOSED AND DCM ACCEPTED AD REFERENDUM
MINIMAL REWORKING OF LANGUAGE OF DRAFT US NOTE TO
INSERT WORDS "LISTED IN MINISTRY OF FOREIGN AFFAIRS'
NOTE OF MARCH 29, 1968" IN FIRST SENTENCE OF SECOND
PARAGRAPH SO THAT IT WOULD READ: "THE TERMINATION OF
UNITED STATES CLOSED AREA RESTRICTIONS FOR BULGARIAN
DIPLOMATIC AND OFFICIAL PERSONNEL IS BASED UPON THE
ASSURANCES GIVEN BY THE GOVERNMENT OF THE PEOPLE'S
REPUBLIC OF BULGARIA THAT IT HAS ASSENTED TO THE
TERMINATION OF CLOSED AREA RESTRICTIONS IN BULGARIA
LISTED IN THE MINISTRY OF FOREIGN AFFAIRS' NOTE OF
MARCH 29, 1968 FOR UNITED STATES DIPLOMATIC AND
OFFICIAL PERSONNEL ACCREDITED TO BULGARIA." ETC.
DAMYANOV ALSO REQUESTED, AND DCM ACCEPTED AD
REFERENDUM, CHANGE IN SECOND SENTENCE OF THAT
PARAGRAPH SO THAT IT READS: "THE GOVERNMENT OF THE

UNITED STATES OF AMERICA FURTHER AGREES TO TERMINATE,
ON THE BASIS OF RECIPROCITY, ALL RESTRICTIONS
CONCERNING THE USE OF INTERNATIONAL PORTS OF ENTRY
AND EXIT INTO THE UNITED STATES APPLICABLE TO
BULGARIAN" ETC. THE ADDITIONS ARE THE WORDS
"INTERNATIONAL" AND "AND EXIT".

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7. AS DISCUSSED WITH DAMYANOV, GOB NOTE IN RESPONSE
TO OUR OWN WOULD BE COMPLETELY PARALLEL. THAT IS, IN
FIRST PARAGRAPH MINISTRY OF FOREIGN AFFAIRS WOULD
STATE THAT EFFECTIVE ON DATE OF NOTE TRAVEL
RESTRICTIONS OUTLINED IN MFA NOTE OF MARCH 29, 1968
ARE TERMINATED WITH RESPECT TO AMERICAN DIPLOMATIC
AND STAFF PERSONNEL ASSIGNED TO THE AMERICAN DIPLOMATIC
ESTABLISHMENT IN BULGARIA. SENTENCES TWO AND THREE OF
PARA ONE WOULD BE SAME SAVINGS CLAUSE AS EXISTS IN
US DRAFT. PARA TWO WOULD STATE TERMINATION OF CLOSED
AREA RESTRICTIONS IS BASED UPON ASSURANCES GIVEN
BY USG THAT IT HAS ASSENTED TO TERMINATION OF TRAVEL
RESTRICTIONS IMPOSED IN DEPT'S NOTES OF JULY 27
AND AUGUST 15, 1967, AND WOULD FOLLOW WITH PARALLEL
STATEMENT OF TERMINATION OF RESTRICTIONS CONCERNING
USE OF INTERNATIONAL PORTS OF ENTRY AND EXIT.

8. ACTION REQUESTED:

A. DEPT'S APPROVAL TO PROCEED TO EXCHANGE OF NOTES
ON ABOVE BASIS.

B. AT MFA REQUEST, AND FOR OUR OWN INFORMATION,
PLEASE POUCH LIST OF "INTERNATIONAL PORTS OF ENTRY
AND EXIT" IN US.

C. FOR OUR OWN INFORMATION, PLEASE INFORM US
WHETHER ANY RESTRICTIONS NOT GENERALLY APPLIED
WILL REMAIN IN FORCE FOR BULGARIAN OFFICIALS
FOLLOWING EXCHANGE OF NOTES.

D. ALTHOUGH MFA HAS NOT RAISED QUESTION WITH US,
WE NEED TO KNOW MEANING OF THE PHRASE "AND SUCH
OTHER UNITED STATES CITIZEN PERSONNEL TO WHOM SUCH
RESTRICTIONS HAVE APPLIED" AT THE END OF FIRST
SENTENCE, SECOND PARAGRAPH, OF DEPT'S NOTE.
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